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ADMINISTRATIVE REPORT

Report Date: March 6, 2009
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Meeting Date: March 24, 2009

TO: Vancouver City Council

FROM: The Director of Planning and the General Manager of Engineering Services,
in consultation with the Manager of Supply Management

SUBJECT: "Georgia Pedestrian Link" - Consultant Services

RECOMMENDATION

- A. THAT, subject to the conditions set out in B, C, and D, Council authorize the Director of Planning to enter into a Professional Services Agreement with Phillips Farevaag Smallemberg for engineering and urban design services for a proposed pedestrian and bicycle connection (from the intersection of Georgia St. and Beatty St. to Pacific Blvd. along the east side of BC Place Stadium), up to a maximum of \$60,000 inclusive of disbursements, plus GST, with the source of funds to be the existing Northeast False Creek Update and BC Place Stadium Work Request project budget (Cost Centre 73037), with a balance of \$75,000 at December 31, 2008, which is expected to be carried forward into the Community Service Group Operating Budget as part of Council's 2009 Operating Budget Approval.
- B. THAT the Director of Legal Services be authorized to execute and deliver on behalf of the City all legal documents required to implement Recommendation A.
- C. THAT all such legal documents be on such terms and conditions satisfactory to the Director of Legal Services, the Director of Planning and the Manager of Supply Management.
- D. THAT no legal rights or obligations will be created by Council's adoption of Recommendation A unless and until such legal documents are executed and delivered by the Director of Legal Services.

CITY MANAGER'S COMMENTS

The City Manager recommends adoption of the foregoing recommendations.

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services recommends adoption of the foregoing recommendations.

COUNCIL POLICY

Council approval is required for consulting contracts over \$30,000. Contracts are to be awarded on the basis of best overall value to the City.

In 2001, Council approved the Northeast False Creek Urban Design Plan. It identified the creation of pedestrian and cycling link, the "Georgia Pedestrian Link," from Beatty Street and West Georgia Street to Pacific Boulevard, as one of the public realm improvements for the area.

In May 2007, Council approved the Terms of Reference and project budget for the Northeast False Creek High Level Review (NEFC HLR). The Terms of Reference directed staff to further prepare conceptual plans and cost estimates for the 'Georgia Steps.'

In January 2008, Council modified the NEFC HLR work plan to include the assessment of a proposal by the BC Pavilion Corporation (BC PavCo) to amend the False Creek North Official Development Plan (FCN ODP), in parallel with the NEFC HLR. BC PavCo provided a financial contribution for this additional work.

In October 2008, Council amended the FCN ODP to include the "Georgia Pedestrian Link" and for the preparation of a public realm design concept for the link.

Concurrent to the approval of the amendments to the FCN ODP, Council authorized the City Manager to enter into a "Stadium Upgrade Agreement" between the City and BC PavCo. This agreement identifies the "Georgia Pedestrian Link" as "established City policy and in the public interest." This agreement has been signed by both parties.

PURPOSE

The purpose of this report is to seek Council authorization to enter into a Professional Services Agreement with Phillips Farevaag Smallemberg to provide the City with engineering and urban design services for the preparation and costing of a conceptual design for the "Georgia Pedestrian Link," as outlined in the Scope of Work and Study Approach (see Appendix A). The recommended consultant team has significant expertise in structural engineering, urban design and costing construction estimates. Internal staff do not have the expertise required to complete the scope of work that has been identified.

BACKGROUND

Beginning with the approval of the Northeast False Creek Urban Design Plan by Council in 2001, the "Georgia Pedestrian Link" has been envisaged as an important public realm improvement to connect the downtown area to Northeast False Creek and the False Creek waterfront. The Council-approved location for this link is on the east side of BC Place Stadium (see Map 1).

Map 1: General Alignment of the "Georgia Pedestrian Link"



DISCUSSION

The grade difference between the Georgia Viaduct and Pacific Boulevard create design challenges for the different connection types (i.e. pedestrian, barrier free and bicycle). During the Northeast False Creek High Level Review (NEFC NHLR) and the related processing of ODP amendments for the BC Place Stadium site, it became evident that a better understanding of the conceptual design and costs of the "Georgia Pedestrian Link" is necessary. It will inform the NEFC public benefits strategy, future public realm planning, and eventual rezoning processing.

The Proposed Study

The purpose of the consultant study is to prepare three conceptual design options, along with their cost estimates, for this important public place at the eastern terminus of Georgia Street, Vancouver's ceremonial boulevard.

It is envisaged that the "Georgia Pedestrian Link" will:

- Provide an attractive and inviting experience that will draw the public to and through the space; and
- Create a series of gracious public spaces through a sequence of levels that connect streets, building entrances and stadium concourses.

The consultant study will have the two phases:

Phase One - Engineering & Urban Design Considerations and Conceptual Designs

Prepare and document conceptual designs for up to six options exploring three types of connections:

- A pedestrian connection
- A pedestrian and barrier free connection
- A pedestrian, barrier free and bicycle connection

Phase Two - Refinement of Conceptual Designs and Cost Estimates

With a shortlist of three conceptual designs, Phase Two will provide a refinement to the designs sufficient to form the basis of cost estimates.

Consultant Selection

In December 2008, staff conducted Request for Proposals No. PS08230 (the "RFP") for engineering and urban design services for the "Georgia Pedestrian Link." The RFP was posted on the City's public website and the public BC Bid website. In addition, staff identified a list of 16 local firms that were contacted via email and invited to provide proposals.

Twelve proposals were received in response to the RFP and these were evaluated by staff in Engineering, Planning and Supply Management. The evaluation compared the proponents' teams' knowledge and experience in urban design and engineering projects of similar scope to the professional services required for this study. Through the evaluation process, it was determined that the proposal from Phillips Farevaag Smallemberg could provide the best fit with the City's scope of work. The proposal from Phillips Farevaag Smallemberg scored the highest on the City's multi-criteria matrix and provides best value to the City. On that basis, the staff team recommends award of the contract to this consultant team. The maximum total cost of this consultancy including disbursements will be \$60,000 plus GST.

The consultant team will be led by Phillips Farevaag Smallemberg, a local firm that has won many awards for public real design planning. Fast + Epp Structural Engineers will be sub-contracted by Phillips Farevaag Smallemberg to provide Engineering services. Fast + Epp is a highly respected Vancouver firm and staff in Engineering Services are confident in their ability to complete the scope of work.

FINANCIAL IMPLICATIONS

In 2008, Council approved a project budget for the assessment of a proposal by the BC Pavilion Corporation (PavCo) to amend the False Creek North Official Development Plan to permit mixed-use development on the stadium site. The City and BC PavCo each contributed \$145,000 towards the cost of processing the BC Place Stadium FCN ODP amendments and related consultant studies. This project budget is the sole source of funding for this study. As of March 2009, the Northeast False Creek Update and BC Place Stadium Work Request project budget contains \$72,000 (Cost Centre 73037), which is expected to be carried forward into the Community Service Group Operating Budget as part of Council's 2009 Operating Budget Approval. Including GST, the proposed consultant services will cost \$63,000, leaving \$9,000 in the project budget.

CONCLUSION

The proposed pedestrian connection between West Georgia St. and Pacific Blvd. along the east side of BC Place Stadium is a key piece of infrastructure linking the Northeast False Creek neighbourhood to the downtown core. The conceptual designs and cost estimates are needed for the furthering of the public benefits strategy, public realm planning, and eventual rezoning processing in Northeast False Creek.

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**Excerpt from Request for Proposal PS08230,
Schedule A: Requirements, Section 8: Scope of Work and Study Approach**

8.0 Scope of Work and Study Approach

The following is a list of the anticipated steps and Requirements. There is flexibility in the steps and schedule.

8.1 Preparation

The Consultant(s) will meet with staff to:

- a) Review and refine the statement of work
- b) Review and finalize a work plan
- c) Review major categories of information needed to complete the work
- d) Discuss the latest status of the NEFC High Level Review as it pertains to urban design and development scenarios on lands adjacent to the proposed Georgia Steps.

- 8.2 The Consultant(s) will meet with staff and the land owners to review the scope of the work and discuss potential issues and concerns (this meeting may form the second half of the initial meeting with staff).

PART 2 - PHASE ONE REQUIREMENTS

9.0 Project Tasks - Phase One

9.1 Phase One: Engineering and Urban Design Considerations and Conceptual Designs

The Consultant(s) will:

- a) With advice from City staff, identify and document with maps existing and potential pedestrian, bike and barrier free networks in the area that connect the downtown to the Northeast False Creek neighbourhood;

- b) Prepare urban design principles that should guide creation of conceptual designs for the pedestrian link. Including consideration of:
 - i) Adjacent existing and future land uses;
 - ii) Connectivity to adjacent buildings/properties, including BC Place, GM Place, pedestrian routes, public transit etc. Documented with maps indicating pedestrian desire lines;
 - iii) Event crowd dispersal, including way-finding;
 - iv) Sun exposure and weather protection;
 - v) Views;
 - vii) Public art and water features; and
 - viii) Seating opportunities;
- c) Meet with the BC Pavilion Corporation (PavCo), and/or their Consultants, to review the recently completed work on exiting requirements, the plans for upgrading the stadium and initial design for a tower on the Southeast corner of the stadium site;
- d) Determine the grade change between Georgia Street and Pacific Boulevard and provide options for the footprints required to achieve varying connection types:
 - i) A pedestrian connection;
 - ii) A pedestrian and barrier free connection; and
 - iii) A pedestrian, barrier free and bicycle connection.
- e) Determine the "Level of Service" (LOS) for pedestrian movement that could be accommodated with each conceptual design during day-to-day use and during stadium events (e.g. persons / minute / metre);
- f) Meet with staff to review initial work on the engineering and urban design considerations described above and decide upon directions for producing up to six conceptual designs (e.g. two for each of the three types of connections identified above, with potential variations);

- g) Prepare draft conceptual designs with sufficient graphic illustrations to properly portray the concepts. Conceptual designs that do not accommodate bicycles and/ or are not barrier free, will identify the relationship between the proposed new connection and the existing and potential pedestrian, bike and barrier free connections in the area;
- h) Meet with staff to review the draft conceptual designs;
- i) Revise the draft conceptual designs;
- j) Meet with staff and the land owners to review revised conceptual designs;
- k) Prepare and submit a draft report documenting the work completed and the up to six conceptual designs created for Phase One.

PART 3 - PHASE TWO REQUIREMENTS

10.0 Project Tasks - Phase Two

10.1 Phase Two: Refinement of Conceptual Designs and Cost Estimates

The Consultant(s) will:

- a) Meet with staff and advise on staff short-listing of up to three options for refinement sufficient to form the basis of cost estimates. (These designs may not necessarily be radically different from one another);
- b) Provide up to three refined conceptual designs at schematic level with plans and sections at 1:250 and appropriate 3D representations;
- c) For each of the refined conceptual designs, provide documentation of urban design considerations and engineering details such as the type of support structure, decking, railings or barriers and lighting and drainage, etc.
- d) Provide cost estimates for up to three refined conceptual designs;

- e) Prepare and submit a draft report documenting the work completed and cost estimates for each refined design in Phase Two;
- f) Meet with staff and the land owners to review up to three refined concepts and the draft report for Phase Two;
- g) Prepare and submit a final written report documenting the work completed and cost estimates for each refined design in Phase Two.